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Towards a Strategy to 2010

A Discussion Paper

Northwest Territories Education, Culture and Employment
Hon. Richard Nerysoo, Minister

November 93

Minister's Introduction

When you travel around the Northwest Territories today, you become aware of two things — a sense that change is in the air and a feeling of optimism. The settlement of land claims and division of the Territories — things many people have dreamed about for years — are becoming realities. These give us new opportunities to work together to make changes to programs and services to meet the needs of the future.

It's eleven years since the Special Committee on Education released its report on the education system; and it's seven years since the report from the Task Force on Aboriginal Languages. Both of these reports helped create significant changes in culture and education.

Now we're entering a new era. In the last few years, fundamental changes have begun to affect every aspect of our life. In the next few years, those changes will continue. We live in exciting times and we will have to adapt to these changes.

This paper is about change. More specifically, it's about the changes the Department of Education, Culture and Employment is proposing so that we can serve you, the people of the Northwest Territories, better.

My department is examining how it can best prepare for the challenges of change that are ahead. With help from you, we've identified some critical issues we need to address to improve our programs and services. In some areas there are some basic questions we have to answer; in others, we need clearer direction from the people of the N.W.T.

This discussion paper talks about how we propose to deal with these issues. I hope you will debate these directions and provide feedback on them over the next few months.

By working together, I believe we can make the kinds of changes necessary to move our programs and services forward into the next century.

Richard Nerysoo
Minister of Education, Culture and Employment

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Photos: Tessa Mcintosh

The Forces of Change

Part I

PEOPLE:
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Our focus for the future

The Challenge to Change

Changes are taking place in many parts of our world. As a result of political and constitutional development and technological change, the north will see changes in the next few years without parallel anywhere else in Canada. As we move ahead, we will all have to be able to cope with and manage those changes.

It's eleven years since the Special Committee on Education produced its report, *Learning, Tradition and Change in the Northwest Territories*. Since then, we've seen some fundamental changes in education:

- public control of education has increased;
- school programs are more culturally relevant;
- more aboriginal staff work in schools;
- children and adults have greater access to appropriate programs; and
- Arctic College, the N.W.T.'s community college system, is a flourishing institution.

We've seen progress too in cultural programs — unique language legislation that recognizes eight official languages, a range of community-based cultural programs, culture-based schooling, an aboriginal broadcasting network and training programs with a cultural base.

Culture and education are important. They're the keys to our future. Culture influences how we see ourselves and how we present ourselves — it gives us our identity. A strong sense of who we are is a critical building block for learning.

Education prepares people for change and for life. It's both the means to a prosperous society and an end in itself. In many ways, people's sense of who they are, their knowledge and skills and their ability to deal with change determine their quality of life.

People want simpler, more efficient government. They want open, more accountable government. They want more say in what government does and how it does it. In the Northwest Territories, the settlement of land claims and the move towards aboriginal self-government strengthen the desire for change.

Change is also necessary because of the financial situation in the N.W.T. and across Canada.

We're already seeing change. In February 1992, Government Leader, Nellie Cournoyea, outlined a plan to reshape northern government by:

streamlining operations — improving programs and services by finding simpler ways to provide them.

becoming more responsive — having communities make more decisions about the kinds of programs and services they want.

living within our means — maintaining a balanced budget by revising programs and services to meet our needs within our means.

The new Department of Education, Culture and Employment was created in August 1992 as part of reshaping northern government. It is responsible for a broad range of programs, previously in the Departments of Education, Culture and Communications, Personnel, Social Services and Economic Development and Tourism. These include:

- culture and heritage programs and services;
- official language programs and services;
- child day care programs;
- school programs;
- adult basic education and post-secondary education programs;
- work preparation programs;
- financial support services, such as Student Financial Assistance; and
- information networks (libraries, television and radio services).

Setting New Directions

The challenge for this department now is to refocus what we do to meet people's needs for the future. We have already begun to set new directions to help achieve government goals, and to guide this department as it evolves.

This document outlines our first steps towards the future. In some ways, it is like a map. It tells where we have come from, where we are now, where we want to go, and some of the routes we might take.

It is a discussion document for consultation. It proposes how we plan to respond to the challenges ahead. We hope it will stimulate a discussion on our programs and services and on how we can improve them.

Here is the information you will find in the following sections:

Part I: ***The Forces of Change*** describes why we have to change. It talks about trends that will affect programs and services, and it tells what we found out about programs and services from reports, the public and staff.

Part II: ***The Framework for Change*** presents the framework for our strategy and what this will mean for the department as a whole.

Part III: ***Improving Our Programs and Services to Meet Future Needs*** proposes more specific directions for program areas, and the next steps we will take.

The Forces of Change

Over the past decade the Northwest Territories has seen some major changes. It is now a far different place than it was ten years ago.

In this section we will look at the new service environment now developing in the N.W.T. In particular we will look at the major factors, the ***forces of change***, that affect how we provide services.

The major forces of change are:

- our growing population;
- our cultures and languages;
- our health and social needs;
- political and constitutional development;
- our economy and the world of work;
- science and technology;
- the financial environment and the changing role of our government.

Our Growing Population

The Northwest Territories has over 57,000 people. It is the only jurisdiction in Canada where most people are of aboriginal descent.

1991 Census Figures:

Inuit	21,565
Metis	4,090
Dene	9,647
Non-aboriginal	22,347
Total Population	57,649

Our population is growing much faster than that of Canada. Between 1986 and 1991 it grew by 10.4 per cent. In the east, the population increased by 15 per cent, and in the Western Arctic by seven per cent, the same as the national growth rate.

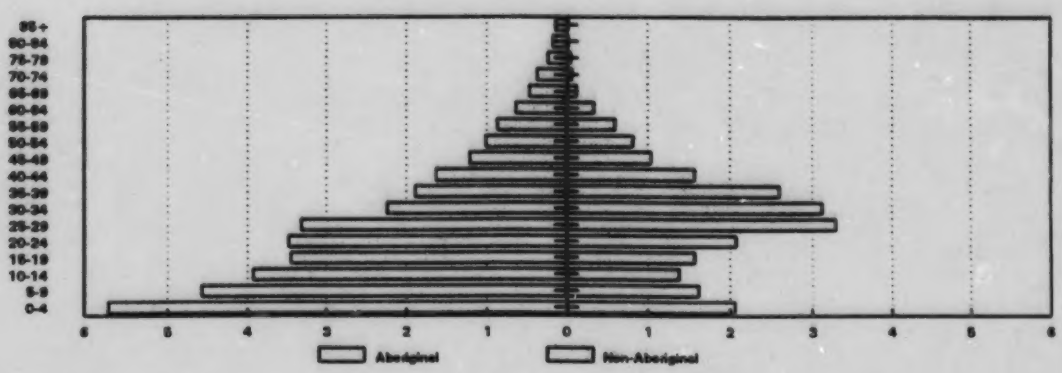
Inuit had the highest growth rate at 17 per cent, followed by the Dene (15 per cent), the Metis (seven per cent), and the non-aboriginal population (three per cent).

We have a very young population. Children under 15 years of age make up one third of the population and will continue to do so, as long as birth rates remain high. Young women in the N.W.T. between the ages of 15 to 19 have five times more children than women of the same age in Canada as a whole.

Division of the territories will have a significant impact on population distribution. Inuit form the majority (85 per cent) in Nunavut and will continue to do so.

Population of the N.W.T.

By Ethnicity and Age Group (thousands)



Bureau of Statistics Pop. Estimates 1991

The population in the west is split almost equally between aboriginal and non-aboriginal peoples. Current trends indicate an aboriginal majority in the future, due to high birth rates among aboriginal peoples. Migration patterns, however, will also affect population distribution.

As our young population continues to grow, the demand for services will continue to increase — particularly for child day care, training and schools. Relative to other places in Canada, we have already seen a dramatic increase in the number of children attending school. We expect this annual growth rate of about four per cent to continue for the next three years.

Our Cultures and Languages

The peoples of the N.W.T. have different cultures and speak many different languages.

Our legislation recognizes eight official languages. About 40 per cent of people who live here say they have an aboriginal language as their mother tongue or can speak an aboriginal language. About 2.7 per cent of the population said French was their mother tongue.

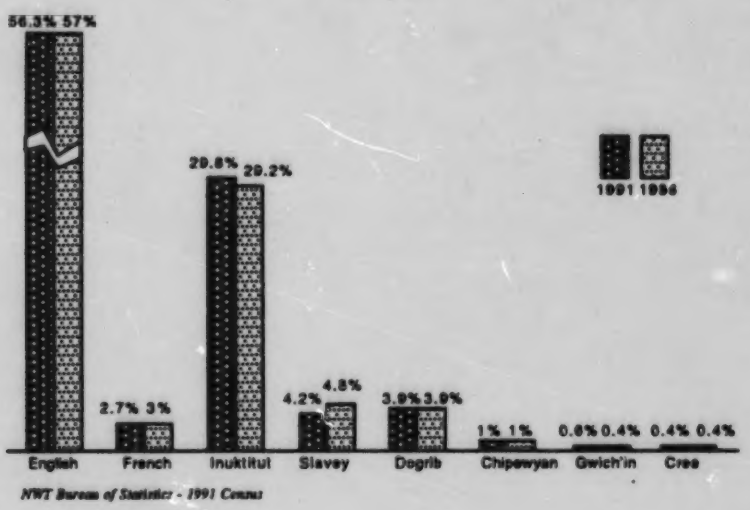
1991 Census: Aboriginal Language Studies - NWT

Language	**Mother Tongue** (Language first learned and still understood)	**Home Language** (Language most often used in the home)	**Able to Speak** (Not necessarily mother tongue or home language)
Inuktitut	17,140	14,930	18,005
Slavey	2,410	1,495	2,825
Dogrib	2,220	1,955	2,385
Chipewyan	620	305	755
Gwich'in	320	35	310
Cree	250	40	330

(includes multiple responses)

There is a significant difference in the use of aboriginal languages. Inuktitut is spoken by over 25 per cent of the population, while Gwich'in and Cree are spoken by less than 1 per cent. Between 1986 and 1991, English increased as the main language used in the home. This shift from aboriginal languages to English raises questions about aboriginal languages and our role in preserving and developing them.

Comparison of Mother Tongue
1991 and 1986 Censuses



Our Health and Social Needs

Our health and social needs are greater here than elsewhere in Canada. These needs have an impact on our services and the way we provide them.

Housing is an essential service, directly linked to the health and social well-being of children and other family members. The government has made progress over the past decade in providing more and better housing, but overcrowding and sub-standard housing are still major concerns. The Northwest Territories Housing Corporation estimates a shortage of some 3,600 units.

Today, many communities must deal with alcohol and drug abuse, sexual abuse, and a high suicide rate among young adults. In addition, like elsewhere in Canada, more young people are in trouble with the law, having trouble in school or facing serious emotional problems.

The root causes of our health and social needs are complex. There are no simple solutions.

For children, young people and family members to grow and prosper, they need strong, healthy communities. Our department, with its mandate for education, culture and employment, can play a major role in working with communities and other agencies to help them provide the kind of environment people need to thrive and prosper.

Political and Constitutional Development

The political and constitutional changes in the N.W.T. are without parallel anywhere else in Canada. Over the next decade, division of the territories, the settlement of land claims, the move toward self-government and community control of programs and services will

significantly alter the present relationships among communities, the GNWT and the Government of Canada. These factors will change existing government structures, and profoundly influence the way programs and services are delivered. The Inuvialuit, the Gwich'in, the Sahtu Dene and Inuit have already settled land claims with the federal government. Other groups, such as the Metis Nation, the Dogrib and the Dene of the Deh Cho are determining how to proceed with land claims.

The *Nunavut Act* calls for division of the N.W.T. by 1999, and two independent territories by 2008. As the new eastern territory takes shape, the members of the Legislative Assembly continue to work on the development of a new government for the west.

The settlement of land claims accelerates the move towards self-government and creates an increasing demand for people to have a greater say in the design and delivery of programs and services.

Land claims will create a need for more training. To date, all land claims agreements include funding to address training needs. The Nunavut Implementation Training Trust received only $13 million out of the estimated $213 million required for training; designated organizations received just over $750,000, and designated Sahtu organizations will receive $850,000.

In 1989, less than 15 per cent of Inuit in Nunavut had completed Grade 10. Given current education levels and the skill levels required for new jobs, the demand for training is expected to exceed the resources.

As a result of claims settlements, relationships between government and these new organizations will have to change. For claimant groups to achieve their goals, governments will have to play a more supportive role than in the past.

Our Economy and the World of Work

The N.W.T. is part of a national and world-wide economy on the move. In order to take our place in this economy, we have to look at global trends, and how these trends will affect the economy of the N.W.T.

Global Trends

The nature of the global economy and its workforce has changed dramatically in the last 10 years. The focus has moved from manufacturing to information and technology. There will always be a place in the economy for resource development and manufacturing, but economists predict that the future lies in support for technology, provision of information, and jobs in specialized fields such as health and medicine.

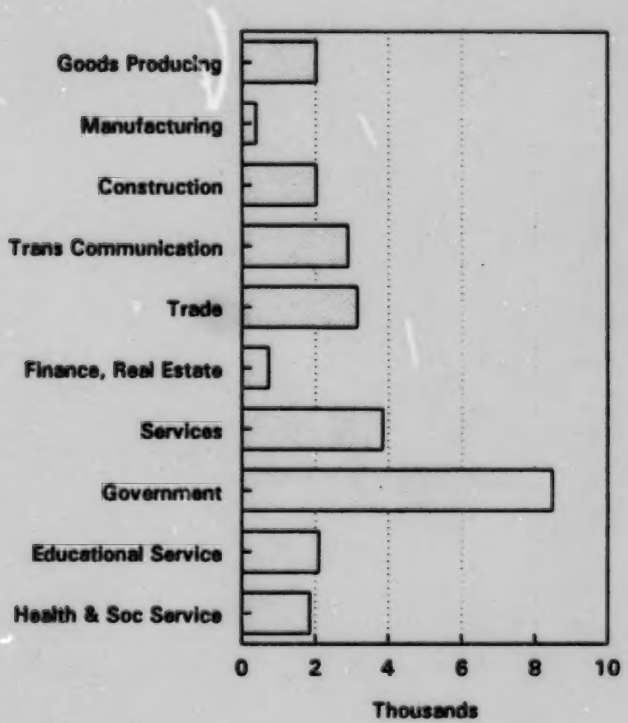
People will require different skills for the new economy. In addition, Human Resources and Labour Canada predict that people will need 13 - 17 years of education for 43 per cent of new jobs.

The Situation in the N.W.T.

Our economy is not a balanced economy. We have significant natural resources, but many of them are under-developed. In the

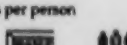
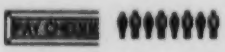
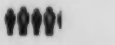
past most developments in the resource sector have occurred in the non-renewable resources, in mining, oil and gas. The Transportation Strategy, the Special Committee on the Northern Economy (SCONE) Report, and the Economic Development Strategy indicate potential in areas such as tourism, service development and other services.

Experienced Labour Force by Industry 1991



Census 1991

The Labour Market

Level of Education Unemployment Rate	Number of People 15 years and over	Number of Jobs and Number of Jobs per Person	Type of Work and Average Income
Grade 8 or Less 38% unemployment	11,132 	3,056 jobs 0.27 per person 	Clerks, Salespeople, Construction Labourers, Truck Drivers, Service Workers, Wait Staff, Food Preparation $ Average Income: $13,621
Grade 9-11 22% unemployment	5,715 	2,962 0.51 jobs per person 	Administrators, Clerks, Salespeople, Construction Labourers, Truck Drivers, Service Workers $$ Average Income: $21,370
High school Diploma 8% unemployment	5,307 	4,109 .77 jobs per person 	Managers, Administrators, Clerks, Secretaries, Bookkeepers, Service Workers, Salespeople. $$$ Average Income: $29,276
Certificate or Diploma, Trades, College Education 10% unemployment	8,394 	6,667 0.79 jobs per person 	Managers, Administrators, Carpenters, Plumbers, Welders, Secretaries, Bookkeepers, RCMP, Park Wardens, Fire Fighters, Child Care Workers, Language Specialists, Teachers' Aids, Community Health Representative. $$$ Average Income: $32,056
University Degree 1% unemployent	3,611 	3,381 0.94 jobs per person 	Managers, Teachers, Lawyers, Social Workers, Psychologists, Biologists, Geologists, Engineers, Architects, Doctors, Nurses, Dieticians, Pharmacists, Laboratory Technologists. $$$$$ Average Income: $48,809

The government at all levels (federal, territorial, community, and aboriginal organizations such as tribal councils) dominates the job market and economy of the N.W.T. More than half the jobs are in direct government employment. Government expenditure on goods and services also create jobs.

The benefits of the economy are not equally distributed among all groups, as shown on the chart on Page 14.

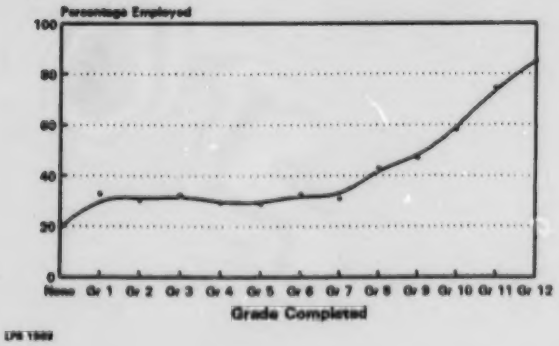
In 1991, the unemployment rate was about 13 per cent, one of the highest levels in Canada. The smaller communities have the highest rates of unemployment. The number of jobs in small communities for each adult was 0.4 in 1989, one-third lower than the N.W.T. average.

The N.W.T. has thousands of people who are willing and want to participate in the wage economy; but many lack the education and skills to have viable choices. In the N.W.T in 1989, 47 per cent of people with Grade 9 were employed. The remainder were unemployed or out of the work force. The employment rate increases with each grade; it is 85 per cent for Grade 12.

About 70 per cent of the jobs in the N.W.T. today require certificates or diplomas, including high school diplomas, or university degrees.

Just over one-third of the jobs in the N.W.T. are held by people who were born here. In highly skilled occupations requiring many years of formal education and training, the representation is even lower. For example, eight per cent of the people employed in occupations in medicine and health were born here.

Employment and Education Relationship
for the N.W.T.



Because the N.W.T. still relies on southern Canada for much of its experienced, highly trained work force, there is a way, through education and training, for northeners to access jobs that already exist.

The average family income in the N.W.T. is close to the Canadian average, although income is not distributed equally. Education, location and the types of jobs available affect income levels, as well as lifestyle choices.

The average individual income of aboriginal people (15 years and over) in 1985 was $12,377; while the average for non-aboriginal people was $27,122 (1986 Census).

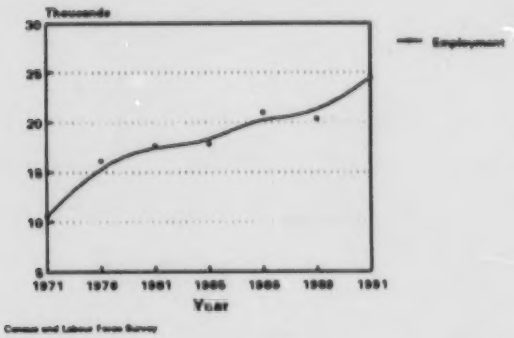
Average household income was lowest in Nunavut, which also had the highest number of people per household.

The Changing Situation

Positive changes have taken place in employment in the N.W.T. and are likely to continue.

Between 1985 and 1989 employment grew by 14 per cent. The number of jobs grew by 28 per cent in Nunavut, and 10 per cent in the Western Arctic. Employment has been growing steadily for the past 20 years.

Employment Growth
1971 to 1991



Every year 3000 to 4000 jobs turn over, as people change jobs, leave, move, or retire. Northerners can fill these jobs and this is already beginning to happen. Between 1985 and 1989, aboriginal peoples' share of employment rose from 34 per cent to 38 per cent.

There are also encouraging signs from the mining sector with the recent discoveries of diamonds in the N.W.T. and mineral exploration in the Izok Lake area. The Chamber of Mines estimates recent finds there could lead to the development of four new mines.

Government policy is expected to have a significant impact on how jobs are distributed. Division of the territories, transfer of programs to communities and the development of new local and regional structures, such as regional tribal councils, will mean moving jobs to smaller communities and new opportunities where they are needed most.

Nunavut is expected to gain 930 new jobs as a result of division and the creation of a new government. Eighty-five per cent of these jobs will be at the officer level and above. Additional jobs and income will also be created in Nunavut through increased spending on goods and services. The Western Arctic may lose some jobs, but this will occur over an extended time period — leaving time for adjustment.

There is also the potential for small business development resulting from claims settlements and developments in the resource sector. The SCONE report noted that between 1978 and 1986 small business created almost 3,800 new jobs — most in the service sector — making small business the major source of new jobs in that period.

Science and Technology

Today's world has changed rapidly from an industrial society to one built on information and knowledge. It is hard to keep pace with the changes. Technology is altering the very nature of the workplace, from the amount of information people have, to the way they collect, store or distribute it. It allows people to

communicate more quickly, and in different ways. It is also helping us work more efficiently.

As technology changes, information processing skills and scientific skills are becoming important in more and more jobs — in many cases, replacing the skills of the industrial age.

Technology opens up new possibilities for delivering services. Work will become much more portable and flexible. New opportunities will exist for part-time employment and work at home.

We are already seeing the effect computers have on education, work and home entertainment. We expect technology will affect every industry, from teaching to mining.

The Financial Environment and Changing Role of Government

Governments across Canada are re-thinking how they provide programs and services — partly in response to demands for change, partly because of financial restraint.

They are re-organizing and, in many cases, downsizing. Within departments, we see flatter structures, fewer managers and more flexible organizations. Managers are more accountable.

Governments are entering into new partnerships with organizations, institutions and the people they serve. And they're restructuring programs and services to be more efficient and effective.

There is a greater focus on the quality of programs and services and on client services. People want more involvement and governments are responding to this desire.

In the N.W.T., the community transfer initiative will see government programs and services delivered directly by the community. Service delivery is moving out from large centres and institutions to the community and the private sector is being encouraged to take over responsibility for some programs and services.

There's also a new emphasis on preventative programs, such as school health programs or immunization programs. The need to deliver better, more cost-efficient services has increased co-ordination among different departments or agencies.

These changes have been spurred on by a desire to improve what governments do, as well as by a need to manage the financial situation facing all levels of government.

Conclusion

The forces of change we have described in this chapter influence our society, the nature of our organizations and institutions, and the way we provide programs and services. Within the next decade they will create a very different world for northerners.

As we go through the transition ahead of us, we will see both challenges and opportunities.

For our department, for all organizations, and for all the people of the north, the challenge will be to determine what we want to achieve, and develop a plan that lets us set clear priorities to anticipate, adapt to and benefit from the forces of change.

What We Found Out

In the last section we looked at some forces of change and how those forces might affect programs and services.

Now we look at what people said — either through written submissions, consultation with staff or reports and studies.

People told us about changes we should make in our programs and services, as well as what is working well and should be built on. They talked about their aspirations and the types of programs and services that would support those aspirations.

Making decisions about programs and services — People told us they want more say in designing and delivering services. They want communities or regional organizations to be able to make or direct decisions about them.

Personal responsibility — People said it's time to do things with people and to recognize the responsibility that rests with individuals, parents, families, and communities.

More emphasis on culture and language — We heard about the importance of culture, and specifically language, as building blocks for the future, for individual self-esteem and development, and for stronger families and communities. People want to see more support for the use of official languages in the home, community, school and workplace.

Outcomes, standards and quality — People told us they want to be sure that the standards and quality of N.W.T. programs and services are equal to those elsewhere in Canada. They want to see increased emphasis on results, particularly in the education system. They are particularly concerned about levels of education and how they affect people's future.

Improved access — Personal, academic, geographic or financial obstacles to programs and services get in the way of personal development. People want to maintain high quality programs and improve access at the same time.

A more integrated approach — People want simpler, more co-ordinated approaches to government and department programs. There is confusion about who does what in some areas, like training. They would like to see departments and agencies serve the whole person by linking services provided by education, health-care and social agencies.

Resources — People recognize we are in a time of financial restraint, although they may not always realize the full implications. They want the department to make sure it directs resources to priorities. They want to be sure that training programs, for instance, will increase opportunities for employment.

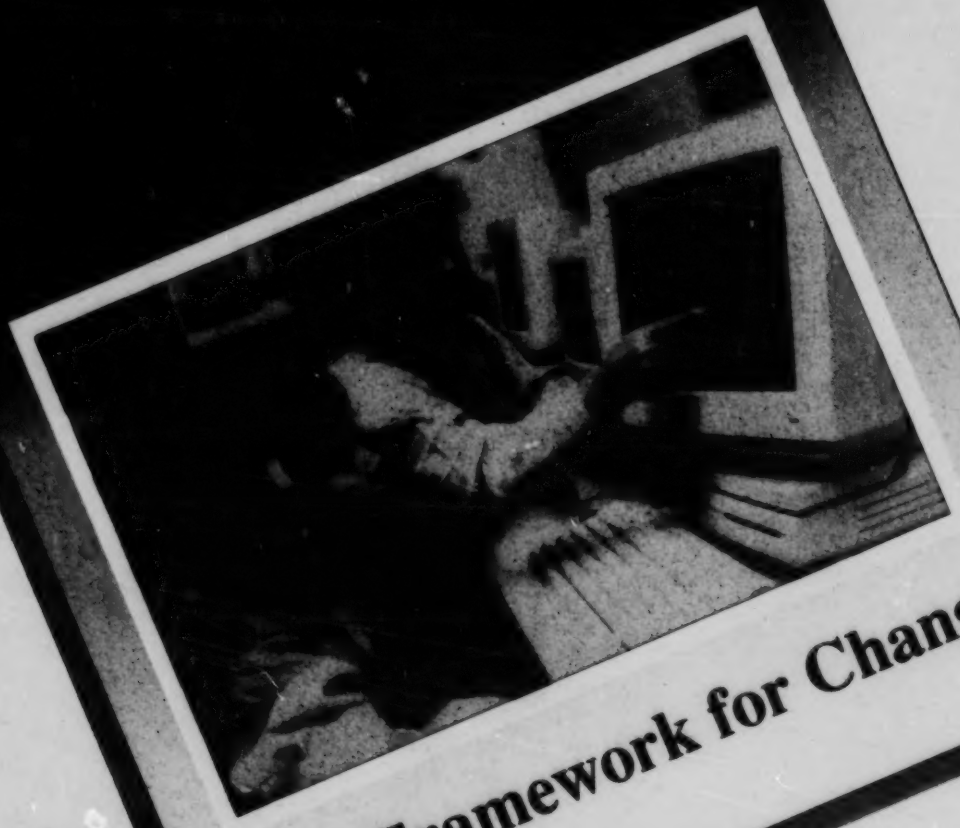
We can sum up much of what we learned from people in simple statements. People want:

healthy communities and strong families — communities and families with strong ties to the past and a bright future.

to be able to take their place in the world — with the skills they need to succeed in either a traditional way of life, or the wage economy, or both.

to create their own programs and services — to shape them in a way that will help them meet their goals and aspirations.

These aspirations will form the basis for the directions we will propose in this document. We have tried to incorporate the suggestions we received into our broad directions; many of the more specific changes will be addressed as we move ahead.



The Framework for Change

Part II

The Framework for Change

Part One, ***The Forces of Change***, described why the department has to change its approach to the design and delivery of programs and services.

Part Two, ***The Framework for Change***, describes how we plan to change. This section describes the department's mission statement and the beliefs that will guide our directions. In the last part of this section, we describe the three elements of our proposed strategy.

Our Mission

The Department of Education, Culture and Employment's mission is:

To invest in, and provide for, the development of the people of the N.W.T., enabling them to reach their full potential, lead fulfilled lives, and contribute to a full and prosperous society.

This means we have to support individual development. We have to provide opportunities for people to build on their cultural foundation, to develop their creativity and the knowledge, skills and attitudes they need so they can have options for the future; they will then also be able to make informed choices about it. In turn, they will contribute to the well-being of their communities, the north and the larger society.

Our Guiding Principles

Four principles will guide the design and delivery of services.

Programs and services must:

- meet the needs of their communities
- have culture as their foundation
- provide access to information for growth and development
- foster continuous learning

Meet the needs of communities

To be effective, programs and services must meet the needs of the community.

In this document, we use the word *community* to describe several types of communities. A community may be:

- a geographical community, such as Fort Smith;
- a group of geographical communities, such as the Keewatin region;
- a political community, such as Nunavut;
- a cultural community, such as the Dogrib people;
- a statutory community, such as Kitikmeot Divisional Board of Education.

Community needs vary and change over time. For programs and services to meet community needs, people in the community must have a say in directing the design and delivery of services.

Decisions should be made as close to the community as possible and, where ever possible, community residents should deliver programs and services. People in the community should be consulted on an on-going basis on how to improve programs and services.

The community which the department serves will vary from program to program. In fact, one program may deal with several different types of communities. We expect that communities will change with political and constitutional development.

Culture as the foundation

We believe culture should be the foundation of all the programs and services the department offers. They should flow from the cultures of the people they serve.

Culture is a people's way of life. It's their connections, their spiritual relationships, their relationships with the environment and its resources, and their relationships with other people. It's reflected in their beliefs and values, their behaviour patterns and institutions, and their laws. It's expressed through their language and their arts. It's the core of their being and creates their view of the world.

There are many different cultures in the N.W.T. There are ethnic cultures, such as that of the Inuit; there is a community culture, which is the collective of all the cultures in that community; and there is a northern culture, the culture of all the people who call themselves northeners.

Culture is fundamental to individuals, and communities. It influences the way they live their lives and run their organizations. It has to be the foundation of programs, services and institutions supported by government. This means working with people to ensure that programs and services reflect their cultures.

Information for growth and development

People and organizations need information for growth and development. People need a constant source of information and the skills to find and use it in today's society.

Information gives people the basis to make decisions. New technologies are opening up incredible opportunities to expand our information base through entertainment and learning.

For our programs and services to remain relevant we need to form an integrated information network that connects all our programs and services and lets us communicate as a department.

Foster continuous learning

But information on its own is not enough. We have to be able to use the information and to learn from it. Learning is part of living. It is a process that begins in early childhood and continues through elementary and secondary schooling into adulthood.

In the past, pre-school, school, adult education and training were distinct programs. Now because we live in a rapidly changing society we believe they should be co-ordinated so that learning occurs throughout a person's life.

People need a solid base of knowledge, skills and attitudes — they need skills for life. For some young children, early childhood programs can be an important preparation for school, where many of these skills will develop. As adults, people may move frequently between work or family responsibilities and learning institutions, or may take part in both at the same time.

Today when people often don't expect to have a single lifetime job, they may need formal training several times in their lives.

In the N.W.T. many students leave school early, or are balancing school, family and work responsibilities. As a result, our education system must be flexible and continuous, allowing students to enter and leave at various stages.

Our organizations too must embrace a learning ethic that fosters the continuous learning of staff.

Conclusion

Our mission statement and these principles are the basis for the directions we propose in the next section.

The Strategy for Change

We know we have to change programs and services to respond to future needs. We are already doing that.

But how does an organization like the Department of Education, Culture and Employment change? How does it ensure changes will improve programs and services? How does it do the right thing and do things right?

Changes must be based on a carefully thought-out strategy which works for the whole department. The strategy must be based on common sense. It must build on the good things we have worked hard to develop over the years, like community-based schooling and plan for the changes that will let us anticipate, adapt to and meet future needs.

The strategy will have ***three critical elements:***

- strengthening and developing our partnerships
- improving our programs and services
- using our resources more effectively and efficiently

Strengthening and Developing Partnerships

As a public service we have been most successful when we have worked as partners with groups and organizations. The key to our future success is partnerships with those who use our programs and services.

Different groups like business and industry are likely to become more involved in areas like education and training. The on-going development of the north, division of the territories, land claims, self-government and community transfer will create the need for arrangements with new partners. The exact nature of those arrangements will be determined in time.

As an organization we must respect the rights of these partners, either individuals or organizations, to make choices about the kinds of programs and services they need. We must also make sure we don't do what our partners can do for themselves.

As we strengthen our partnerships, this means:

Responsibility for delivery of programs and services should be as close as possible to the people who use them. In many cases this means the community will make or direct decisions about programs and services. Communities should shape and form the kinds of services that best respond to their needs.

Roles, responsibilities and accountability should be clear and understood by everyone. Often these arrangements will be governed by legislation, policies, contracts or agreements which spell out mutual responsibilities and accountabilities.

Partnerships mean consultation. Before significant decisions are made about programs and services, partners should be consulted.

The department's role should be primarily one of leadership, support and co-ordination. Though the role will vary with each program, as much as possible headquarters should avoid delivering services directly.

Improving Our Programs and Services

As a department, we are constantly taking steps to improve our programs and services. To improve them over the long-term, we need to identify the critical issues in each program area and find ways to address them.

Specific program changes will depend on a range of factors, such as the nature of the program, program demand and resource availability. In many cases, these will require consultation with partners.

We have identified department-wide directions we could take. These include:

- to look for innovative solutions to the critical issues in each program area;
- to involve people who use the programs and services in making or directing decisions about them;
- to ensure our department recognizes traditional knowledge in its programs and reflects it in staff skills;
- to look at a variety of ways to deliver services, including the use of private contractors;
- to create a simpler organization with fewer management levels and less bureaucracy;
- to ensure easier access to programs and services through a one-window approach;
- to improve communication and co-ordination within our own department and with other departments and agencies;
- to ensure staff have opportunities to increase their skills as situations change;
- to incorporate the many aspects of evaluation into our programs and services.

These changes will be far ranging. They will move beyond adjusting what exists to developing new kinds of programs and services. This will take time.

Using Our Resources More Effectively and Efficiently

The Department of Education, Culture and Employment's current budget is $205 million (O & M). Our capital budget is $32 million.

The way we now distribute funding evolved before the creation of this new department and may not yet reflect public priorities.

While our budget is increasing overall, rising costs and a huge growth in demand for all programs and services make it difficult to keep pace. This trend will continue. Student enrolments will grow, the demand for other services will also increase and prices rise. Based on current trends, if we continue to spend only at the same rate as today, our budget will more than double by 2010.

Most of the N.W.T.'s funding comes from the federal government through transfer payments. In addition, about $7 million of the department budget comes directly from the federal government through language, heritage, and French language education and training agreements. Most agreements end soon and will have to be re-negotiated.

Faced with increasing demand and scarce resources, we know we have to find ways of using resources more efficiently, effectively and economically to be able to meet the demands.

Areas we could explore to achieve better value for money include:

- establishing our priorities carefully and using our resources to meet our priorities;
- developing standards and more appropriate performance measures for all programs and services so we can determine results for resources;
- continuing to develop effective information systems to monitor program performance;
- discontinuing programs that are no longer needed;
- delivering quality programs in the most cost-effective way, by exploring a variety of alternative delivery mechanisms;
- promoting multi-use facilities and integrating programs and services;
- promoting networks among communities and groups to encourage resource sharing;
- providing block funding to communities for department capital projects to encourage more flexible use of resources;
- simplifying the administration of programs; and
- encouraging increased use of technology to reduce costs and improve services.

The task of achieving better value for money is limited by legislative requirements, such as the *Financial Administration Act*, funding agreements, such as the Canada-N.W.T. Co-operation Agreement on Official Languages, and various longer term financial requirements.

But there is still room to make improvements.

Conclusion

If we are to respond to the demands of our young and growing population and meet the needs of tomorrow, the department must re-think its approach to programs and services as we have outlined, using the three critical elements as the basis for change in each program area.

- strengthening and developing our partnerships
- improving our programs and services
- using our resources more effectively and efficiently

Improving Our Programs and Services to Meet Future Needs

Part III

PEOPLE:
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Our faces for the future

Our Foundation: Culture

Profile

We believe that our strength and the strength of the north lies in our cultures.

In many ways the Northwest Territories leads the rest of Canada in cultural programs. Within this department, programs and services are built on culture — it's their foundation. Some such as culture, heritage and language programs support aspects of culture directly, while others such as school programs, have other components, but are founded on culture.

Culture and heritage programs work with individuals and communities to collect, preserve, promote, support and express different aspects of culture. These include:

Museum programs which

- operate the Prince of Wales Northern Heritage Centre as the central museum for the N.W.T.;
- acquire and manage items in the Northern Heritage Centre's collection and make them accessible to the public;
- develop and provide exhibits for the Northern Heritage Centre and other communities;
- provide museum education programs and special events.

Heritage programs which include:

- a Heritage Advisory service which provides funding and technical support for community museums and historical societies. Three community-run museums and more than 60 community heritage projects have been supported in the past few years;
- an archaeology program which conducts research, issues permits and provides advice related to archaeological sites;
- the N.W.T. Archives which collects and preserves documents of historical significance and provides reference services to the public;
- a geographic names program which collects, researches and arranges for official recognition of place names. Over 12,000 names have been recorded; over 400 have received official approval, with approval being sought for the others.

Programs to promote and enhance culture and the arts which include:

- oral traditions;
- cultural and language enhancement;
- artistic projects and the performing arts; and
- cultural organization support.

In the past few years, over 300 individuals and organizations, including the Dene and Inuit Cultural Institutes, the Metis Heritage Association, the Fédération Franco-TéNOise and Arts Council projects have received support.

The ***Language Bureau*** delivers most of the direct language programs and services offered by the department. These include:

- interpretation and translation services offered in French, Inuktitut and Dene languages and Cree;
- language research and development in terminology and linguistics;
- interpreter-translator training for Language Bureau staff;
- aboriginal language literacy through the publication of materials, public awareness, and workshops when requested.

Other programs have culture as their foundation, but have broader goals:

- education programs, through a philosophy of culture-based schooling, English, French, Dene and Inuit curricula, language programs and staff; Arctic College programs for interpreter-translators and adult basic education courses taught in aboriginal languages;
- training programs, such as teacher or nursing training;
- child day care programs, through development of culturally-relevant programs;
- information networks, through support for aboriginal broadcasters and language programs, northern and official language materials in libraries and programs on TVNC;
- research programs, through the work of the Science Institute.

The department is developing a proposal for a new *Heritage Resources Act* to protect heritage buildings, archaeological, cultural and historic sites. Four new policies have been developed this year, which will direct the management of heritage services, archives and collections.

The *Official Languages Act of the N.W.T.* establishes the language services that the government must provide — these are different for English and French, and for Aboriginal Languages.

Strengthening Cultural Partnerships

Cultures live and evolve through the actions of communities and their people. The community is responsible to itself for maintaining its culture and determining its everyday language. The actions of one person can determine if a language will be passed on to another person from the next generation. The department currently shares responsibility to support cultural programs with communities and individuals.

Over the years the department has developed many partnerships to foster culture in the N.W.T. These include local governments, such as municipalities or band councils, organizations involved in land claims, community organizations, and cultural and other groups, such as the Arts Council. They also include the many individuals who apply for grants to support cultural projects.

While some partners will remain the same, we expect to develop new partnerships in the future. Cultural groups often overlap and it is

becoming increasingly complicated to determine who our partners should be. For example, is our partnership with the individual claimant groups or is it with a larger body that represents several groups, such as the Dene Cultural Institute? Should we have relationships with both?

Since claimant groups have responsibilities within their own settlement areas, our role in cultural programs and services may change totally as land claims are signed. Claimant groups may establish their own relationships with the federal government for culture and language funding, with the department providing support or technical advice, if and when requested.

We must work with all our partners to re-define roles and responsibilities to determine who is responsible for what. In some areas, such as language programs and the arts, the government's current role needs to be clarified. In other areas, our role will change as our relationships with partners change.

Since communities have different cultural needs and priorities, communities should set their own overall goals and priorities for cultural activities. This means that, as a department, we should have minimum direct involvement in most cultural programs. Our role should be supportive.

However, the department will probably have to continue to operate some programs centrally — some, such as the N.W.T. Archives, perhaps permanently — others, at least for a while. In other situations, the department may have a role in co-ordinating, or ensuring co-ordination of programs, such as publishing aboriginal language terminology or research.

Improving Cultural Programs and Services

Since each community has its own cultural needs and priorities, each will require unique programs and services. Language programming in an Inuktitut-speaking community may focus on terminology for the workplace, for example. A Dene-speaking community may focus on research or promoting the use of the language at community events.

Program co-ordination — We need to co-ordinate department cultural programs and services to make them more accessible. At present, individuals or groups looking for support for cultural activities may deal with a number of different programs within the department.

Traditional knowledge and skills — We must take significant steps to improve the cultural component of programs and services, reflecting the cultural foundation. We can start by recognizing the importance of traditional knowledge and support its on-going research and documentation, as we do in oral traditions; or as the Science Institute does in its research. Traditional knowledge and skills should be reflected in staff skills and, where appropriate, recognized in the design and delivery of programs and services.

People already bring traditional knowledge and skills into department programs and services in several different ways:

- through specialist positions, such as terminologists and aboriginal language interpreter-translators;
- through team work, where an archaeologist and an elder work together in a community;
- through elders working with staff to develop school programs, as with the Dene and Inuit school curricula;
- through northern certification programs, such as that proposed for aboriginal language interpreter-translators or the existing ones for teachers.

We also need to look at the competencies required for each job in our department to make sure we include people with traditional knowledge and skills in our workplaces.

IN THE SHORT TERM there are a number of things we could do to improve programs and services. We could:

- clarify the department's role and responsibilities, particularly for language programs and services, and the arts;
- provide on-going support for traditional knowledge and ensure it is a part of department program and services;
- continue to provide community-based cultural programs, such as the geographic place names or oral traditions program;
- determine community needs and enhance support for cultural training;

- improve co-ordination among programs within the department to streamline them and make them more accessible;
- provide better links among cultural and training programs to promote cultural industries, like publishing or broadcasting; and promote better links with other departments such as Economic Development and Tourism and Renewable Resources;
- review the competencies required for all positions in the department to recognize traditional knowledge and skills;
- develop support for program delivery which promotes the use of traditional knowledge and skills.

IN THE LONGER TERM we could:

- develop a department-wide plan that establishes broad territorial directions for cultural programs and services;
- promote development of new support networks for cultural programs through regional offices and among communities;
- review and propose changes to legislation and policies to ensure communities have sufficient flexibility to achieve their own goals and set their own priorities for culture;
- increase support to regional offices so they can assist communities in planning and developing cultural programming;
- develop a new approach to the delivery of language services, increasing the use of private interpreter-translators in communities;

- develop standards for professional certification of interpreter-translators and work with other departments and agencies to ensure that interpreter-translator training is co-ordinated.

Using Resources for Cultural Programs and Services More Effectively and Efficiently

In 1993/1994 we provided $2.4 million to individuals and communities for community-based cultural programs and services.

As with all our programs and services, the demand for cultural programming dollars outstrips available resources. In 1992-93, groups requested over $650,000 for cultural enhancement contributions; we had $98,000 available.

Some $4 million of the department's cultural funds come from the federal government through the Canada-N.W.T. Co-operation Agreement on Official Languages. This agreement expires in March, 1994.

Given the demand on and scarcity of resources, our options are limited. We could:

- find ways to deliver programs more efficiently, for example, by reducing our administration in the distribution of funding to communities;

- develop new and more appropriate performance indicators to help measure results of departmental cultural programs and services;
- develop new funding formulae based on the department-wide plan, to divide resources equitably;
- provide block funding to operate community museums;
- provide block funding for all department capital projects including cultural buildings;
- promote the development of new networks among communities and organizations so that resources may be shared;
- cultivate and develop new funding sources and help communities do the same.

Questions to Guide Our Strategy

Cultural issues are complex. They raise questions we need to explore as we move ahead.

Partnerships

- What should the department's role be in cultural programs, particularly language programs and the arts, and what should the community's role be?
- How should we re-define relationships with existing partners, such as the Dene claimant groups and the Dene Cultural Institute, for example?

Improving Programs and Services

- What support, if any, should we provide to support communities' roles for cultural activities, including language?

Use of Resources

- How should we set priorities and how could we maintain equity, for example, among different languages?

Continuous Learning: Early Childhood

Profile

We use the term *early childhood* to include a number of programs: day care, pre-school, nursery school, child development and early intervention. Some early childhood programs, such as *early intervention*, have a structured learning program, while others are supervised care, with no formal learning component.

The department has been responsible for child day care programs since April 1, 1993.

At present, the N.W.T. has 41 licensed programs — 27 day care centres, seven family day homes, and seven pre-school or nursery programs. Programs may be full or part-time. Out of the total number of programs, 27 are in the largest centres, Yellowknife, Fort Smith, Hay River, Iqaluit and Inuvik.

The *Child Day Care Act* governs the operation of early childhood programs and establishes minimum standards for them. Each program must meet specific criteria outlined in the act and regulations to obtain a licence. The *Interim Child Day Care Policy* outlines criteria for funding. Staff work with programs to meet the criteria.

Strengthening Early Childhood Partnerships

Our partners in developing and delivering early childhood programs are parents, other family members and community members. They know their children's needs best. Through their involvement on boards of directors and day care committees they provide input into program design, day-to-day program delivery, and make sure that programs meet their children's needs.

The department is responsible for licensing, keeping track of licensed programs, and for making sure that high quality programs are available for all children. Quality is particularly important if we believe that the early childhood years are critical years for children's learning.

As the political and constitutional situation changes, and more young parents want to finish school or get jobs, they will need more child day care. Schools have begun to offer day care programs for students with families and we believe this should be a priority.

Through transfer agreements, hamlets and other interest groups are also likely to become partners. We also have to consider how to encourage groups like employers to offer child day care programs.

We must make it as easy as possible for partners to work with us.

Improving Early Childhood Programs and Services

The department is now revising the interim policy. It recently held a day care symposium to identify the issues and come up with solutions.

Benefits — Evidence shows that high quality early childhood programs produce permanent, long-term gain for many children, particularly those who live in families with health or socio-economic problems. They are more likely to do well at school and less likely to drop out of school, be unemployed, or get in trouble with the law.

Access — Although programs exist in a few smaller communities, access to early childhood programs throughout the N.W.T. is limited. Many N.W.T. communities are not able to support traditional-type programs, such as a day care centre, although they could support other types.

Different kinds of programs — Early childhood programs, such as family homes or shared care centres in schools where students help run the centre and learn parenting skills at the same time, already exist and can be built on. Other programs, like Moms and Tots or language nests, where families help run the programs on a volunteer basis, are also possible in small communities.

It is important for early childhood programs to be based on the language and cultures of the community, but communities know what is most appropriate for their children. Each program may emphasize different aspects (child development, language, early intervention, or supervised play) and may want to deliver programs in a variety of ways.

Although we recognize the need for different types of programs, at this time we provide funding only for those that are full-time. Still we know that some communities want only part-time programs.

Program support — Until recently, three staff in Yellowknife provided support for programs throughout the N.W.T. Staff spend most of their time administering funding and have little time to focus on the programs themselves. Baffin now has a new support position for a six-month trial period. We need to free staff up to focus more on program quality.

Training — Arctic College has offered a few early childhood education training programs, but the training money available does not really meet the need. Many people working in child day care programs still have little training.

The symposium on child day care made recommendations that the department should consider to improve programs and services. Many related to program quality are included here.

IN THE SHORT TERM, there are several things we could do to improve programs and services. We could:

- cultivate and develop new partnerships and relationships with groups like community education councils, cultural groups, women's groups, groups involved in land claims and employers;
- re-examine our role in supporting quality early childhood programs, to make them an integral part of continuous learning;
- simplify administration to let us focus more on program quality;
- strengthen existing relationships with our partners by providing better program support;
- make funding requirements more flexible so we can fund different types of programs, including part-time;
- eliminate the direct delivery of programs out of headquarters; increase support to regional offices so they assume planning and delivery responsibilities for their regions.

IN THE LONGER TERM we could:

- revise territorial legislation, standards and policies to reflect new roles and responsibilities and ensure communities have the flexibility to design and deliver programs and services that meet their needs;
- promote culture-based programs and help communities establish different types of early childhood programs, especially where they cannot support day care centres;
- promote parenting skills as part of the programs;
- create links with other programs, especially the school system, to find ways and means of supporting early childhood programs;
- work with the Departments of Health and Social Services to develop and strengthen early intervention;
- link the need for training to existing programs, such as teacher training;
- explore the possibility of incorporating early childhood programs into existing facilities, such as schools, libraries or workplaces.

Using Resources for Early Childhood More Effectively and Efficiently

The present operating budget for day care programming is $1.4 million. It provides start-up grants for new programs and operating funding for all programs which meet the funding criteria. It also includes a small amount of funding for training. Now, based on the funding criteria, not all programs are eligible for funding, even though funding is available at present.

We believe early childhood programs should be available to more children in the N.W.T. and that the cost benefits to society will be significant. Over the longer term, however, if more communities want programs, funding may become an issue.

To make better use of our resources, we could:

- find ways of linking child-care programs to other social service and health-type programs, to improve programs and take advantage of potential cost-savings;
- develop multi-use facilities that incorporate early childhood programs into schools or libraries;
- encourage cost-sharing between employers and programs to stretch existing resources;
- develop a new approach to funding early childhood programs to make them accessible to more children;
- develop new and more appropriate performance indicators to help measure results.

Questions to Guide Our Strategy

We believe we know the major issues for early childhood programs. They raise questions we need to explore as we move ahead.

- What should the department's role and responsibilities be in early childhood programs?
- What kinds of programs should the department consider supporting?
- How can the department ensure funding of programs and services over the longer term, through a combination of public money and user fees?
- How can the department provide program support without becoming involved in the direct delivery of programs and services?
- What can the department do to encourage more employers to offer child day care?
- What, if any, should the department's role be in establishing competencies for staff?

Continuous Learning: Schools

Profile

The school system consists of Kindergarten to Grade 12 programs. 16,000 students attend N.W.T. schools. The system is highly decentralized: 11 boards support individual schools to deliver school programs. There are 80 schools in 59 communities; 26 communities now offer senior secondary programs, compared to only seven 10 years ago.

The *Education Act,* written in 1977, governs the school system. It is now being revised, in consultation with the people of the N.W.T., and will provide a new framework for the new directions.

Twenty-three per cent of the teaching staff, including language specialists, are aboriginal. A new teacher training strategy, focused on community-based teacher training, has set a goal of 50 per cent aboriginal educators by the year 2000. This year, 160 students are enrolled in teacher training programs.

During the last ten years:

- attendance increased from 79 per cent in 1981 to 85.7 per cent in 1991;
- truancy decreased from 17 per cent in 1983 to 7.5 per cent in 1991;
- more students are staying in school longer;
- in the last five years, the number of students who go on to

secondary programs increased from 40 per cent to 75 per cent (the national rate is 92 per cent);

- levels of education have increased. In 1971, 51 per cent of the population (15 years and over) had less than Grade 9; in 1981, 37 per cent and in 1991, 28 per cent.

In addition, we are forecasting that:

- the graduation rate will increase to 42 per cent by 1996-97;
- the drop out rate will fall from 75 per cent to 58 per cent by 1996.

Strengthening School Partnerships

Parents, family members and other community members are all responsible for educating their children. They are responsible for their children attending school and living in a nurturing home environment. The community environment should also support children's well-being and learning. Students too have a responsibility for their own learning.

The school system shares the responsibility for educating children and young people with parents, students, community education councils, school and divisional boards.

School boards have existed in Yellowknife for many years, but the first divisional board was formed in 1985, and the latest in April 1991. School boards levy taxes. As a result, they have more flexibility than divisional boards. They also have more authority

than divisional boards. The relationship between the boards and the department is still evolving.

Divisional boards are made up of one representative from each community education council in the division.

Community education councils can make decisions on major issues, such as the language of instruction. But many communities do not fully understand to what extent they can make other decisions about their school. As well, a few communities feel they have less authority today than before divisional boards were formed.

Schools will meet students' needs better when community people shape the programs. Communities should be able to make or direct decisions, establish a vision and set goals and priorities for their schools.

Now new partners are emerging with the settlement of land claims and similar developments. Cultural groups, such as the French, want greater responsibilities in the school system. Increasingly, business and industry are becoming partners in education.

In the past, our practices have not always reflected roles and responsibilities. Now the department is responsible for setting overall direction for the school system, for maintaining a consistent level of education across the N.W.T. and for ensuring that education here measures up to that elsewhere in Canada.

As partnerships change, we must re-define our roles and responsibilities, to determine what each partner, including ourselves, should be responsible for and how to maintain accountability for the quality of education in the N.W.T., while still responding to community needs.

Improving School Programs and Services

For students to achieve their potential, they need an education that will serve them throughout their lives. They must have appropriate school programs to encourage them to stay in school and give them choices after they leave school; and they need support to learn.

Curricula — The N.W.T. develops most of its own Kindergarten to Grade 9 curricula — the general framework of knowledge, skills and attitudes that students should develop. Most Grade 10 to 12 courses are from Alberta. We follow a curriculum development process similar to other places in Canada, a process that is long and costly.

With about 12 per cent of the resources, we have to provide the same curriculum services for 16,000 students as Alberta does for all its students. To try to find effective ways to deal with curriculum development, the Western Canadian Ministers of Education recently formed a curriculum consortium to explore a co-operative approach. This will be a cost-effective way to produce some curricula, such as math, but the material must continue to be relevant for our students.

Skills for the future — Students today need new knowledge and skills for the future, especially in areas like math, science and technology. Today, the new basic skills, the ones employers look for, include creativity, communication, problem-solving, interpersonal and technological skills, numeracy and literacy and responsibility and integrity as well. Up-to-date curricula, such as Career and Technology Studies, help students acquire these skills.

Students need access to a broad range of courses that meet their needs and give them realistic options for the future. Many people believe the school system should offer more apprenticeship-type or co-operative education programs.

Student support — But many things can get in the way of student learning. Today, schools across North America work with students with all kinds of problems — behaviour, health or social problems, for example. Some schools, including in the N.W.T., now have social workers in the school building.

At present the N.W.T. school system offers limited counselling services. Thirty-five schools have school-community counsellors and another 15 will soon have trainees. They are trained to help parents and students understand the importance of education and to provide counselling support to students. At this time, they are not trained to provide career counselling.

Recent information collected by the department indicate that about 30 per cent of students need additional support like program changes, extra help from support staff, or counselling.

The department provides additional funding for support (special needs), as well as school-community counsellors so that all students have access to the same opportunities. Given the number of students who need support, funding may be inadequate or there may be more effective ways of providing support.

Schools put a great deal of effort into supporting students, but they cannot meet all students' needs alone — especially when not all the needs are educational. Other people, like parents, other community members and agencies, and other departments, also have a role to play.

Groups, such as the Gwich'in, are exploring ways to integrate all community counselling services. This department and the Departments of Health and Social Services are exploring how to work together on support services for children and young people. We believe this is an important step.

Meeting student needs — The development of strong community schools, such as Qitiqliq School in Arviat, is one of the best ways to meet student needs. Community schools are aware of their children's needs; they set goals and priorities based on these needs; and people work with the school to meet the needs. Arviat has made education a community priority:

- master carvers work with students on a regular basis, and, in return, the school gives them the use of facilities (creative program planning);
- elders plan and teach Inuktitut language programs, providing a strong cultural base for all programs (cultural foundation);
- partnerships have developed between the school and local businesses (strong partnerships);
- a shared day care centre, which students help run, lets students with family responsibilities continue their education and develop their parenting skills (student support);
- the principal and other staff members encourage involvement in the school by community members, including local business (leadership).

Staff — Staff are important to student success, in motivating students, in their expectations and their relationships with students. They contribute to the quality of education and need support to do their job well.

Staff have a major role to play in creating links between the school and community. Community-based teacher education programs and local staff strengthen these links. In addition, the principal needs leadership skills that enable the school to fulfil its responsibility to the community and respond to community needs.

Staff training programs, such as principal training, must emphasize this aspect of the role; and all programs must provide

opportunities for staff to develop the skills they need for today's schools.

Technology — Technology will dramatically change the nature of schools. It already makes courses accessible to more students and, in the future, we may have *schools without walls* where students do not have to attend school all the time, but will turn on a home computer to learn.

Northern solutions — Often the north looks to the south for solutions to the challenges it faces, when in fact in many areas like aboriginal languages, we lead other places in Canada. We need to continue to be innovative, to develop our own made-in-the-north solutions and to encourage boards to work together and share their creative northern ideas.

IN THE SHORT TERM there are several things we could do to improve programs and services. We could:

- improve consultation with our partners;
- recognize Section 23 of the Charter of Rights and Freedoms: for minority language education in the *Education Act*;
- strengthen community control of education through the *Education Act* and provide that boards representing a number of communities are more accountable to the communities;
- revise divisional board and school board levels of authority, to provide more equity and flexibility;

- complete proposals for the redraft of the *Education Act*;
- provide better links between schools and career counselling services;
- provide better links between apprenticeship programs and school programs;
- make sure school programs, college programs and adult education programs are complementary;
- increase the use of technology in schools to make more programs accessible to more students;
- integrate school and public library services;
- continue to support stay-in-school initiatives;
- continue to work with other government departments, such as Health and Social Services, community agencies, schools and boards to develop ways of making sure students have the support services they need to learn;
- ensure staff have the knowledge, skills and attitudes appropriate for our situation, such as English as a second language, inclusive schooling, cross-cultural awareness;
- develop standards for professional certification of school staff, such as school-community counsellors, student support staff, etc.

IN THE LONGER TERM we could:

- work with our partners to develop an accountable school system that ensures high standards and reflects the roles and responsibilities of the various partners;
- develop mechanisms to improve reporting to the public on the school system;

- develop a new approach to curriculum development and program support;
- look for new ways to provide improved student support and to remove barriers to learning, such as a broad range of programs, child day care programs, nutrition programs or social workers in schools;
- promote more business-education partnerships;
- develop a comprehensive information network that supports student learning;
- continue to implement the teacher training strategy and extend it to provide for on-going professional support and training for all staff in the school system.

Using Resources for School Programs and Services More Effectively and Efficiently

The present budget for schools is $137 million (O & M). This represents about 67 per cent of the total department budget and 78 per cent of the total education and training budget. Most of the funding ($130 million) is distributed to boards who spend much of it (70 per cent) on salaries.

Most funding comes from the Government of the Northwest Territories. The school system also receives funding through two agreements with the federal government on languages.

Through an agreement with Alberta's Ministry of Education, Alberta provides services to the N.W.T. free of charge, but based on the financial situation it may be unable to do so in the future.

The two Yellowknife boards receive taxes raised by the City of Yellowknife. The current approach to property taxation creates inequities in school financing and in the flexibility and authority of school boards and divisional boards.

The student population increases overall by about four per cent a year; but in secondary programs it increased by 72 per cent between 1988 and 1992. This high growth will probably continue for the next three years and has a major impact on operational funding and facilities planning.

A number of factors affect spending in the school system:

- Salary and benefit costs are higher in the N.W.T. than in places in southern Canada.
- The average cost to educate a student in the N.W.T. is $8,800 a year.
- For funding purposes, the pupil-teacher ratio for K-9 is 19:1 and for 10-12 is 16:1. The functional ratio, that is the number of *all* educators in N.W.T. schools to students is 14.4:1.

In the area of resources, we could:

- determine our priorities and direct our resources to our priorities, like teacher training;
- continue to work with boards and encourage boards to work with each other to achieve economies of scale;
- continue to provide quality programs in the most cost-effective ways, like community secondary programs;
- reduce administrative costs by examining options for the length of the school day and year, year-round schooling, summer school etc;
- implement new funding formulae and mechanisms to respond to today's needs;
- provide block funding for all department capital projects;
- develop new and more appropriate performance indicators to help measure results;
- support boards to improve planning and allocation of resources;
- continue to work with the Departments of Finance and Municipal and Corporate Affairs and Intergovernmental and Aboriginal Affairs to ensure that the approach to financing education programs throughout the N.W.T. provides for greater equity and financial accountability. The revenue should be linked to the services provided and, in application, school boards, community governments and individual taxpayers should be treated as equitably as possible;
- develop new funding sources, like joint ventures with business and industry.

Questions to Guide Our Strategy

We believe we know most of the major issues for school programs. They raise questions we need to explore as we move ahead.

Partnerships

- What should our relationship be with our existing partners?
- Do you agree that communities should make or direct more decisions for their schools and that boards should be more accountable to the communities they represent?
- How should we measure school system success and improve accountability?

Improving Programs and Services

- What should our approach to curriculum development and program support be?
- How can we provide better support to students, particularly for their non-educational needs; and what should the role of other people be in this?

Use of Resources

- What are the priorities for the school system?
- How should school programs become more efficient, effective and economic, at the department, board and community level?

Continuous Learning: Education and Training for Adults

Profile

This area includes a broad range of programs and support services:

- college and university programs
- literacy and adult basic education
- vocational training programs (e.g. apprenticeships) and short-term employment programs
- career development programs and services (e.g. assessment, counselling and in-service programs)
- financial assistance programs to support people in education, training and employment
- labour market information
- GNWT staff training programs

Arctic College delivers all post-secondary education programs in the north at this time and is an arms-length agency of government, with its own board of governors. It has six campuses and 43 learning centres. In 1991-92, 1200 full-time and 3700 part-time students were enrolled in courses. The college offers three levels of programming:

- community-based adult basic education and short-term training
- multiple campus certificate and diploma programs
- specialized certificate and diploma courses at specific campuses

It also offers student support services — counselling, student accommodation and libraries.

At present, government is planning to create two separate colleges — one for the East, the other for the West — in the summer of 1994. The Science Institute of the N.W.T. will be associated with each college.

The *Arctic College Act* outlines the college's roles and responsibilities and the means to support it. There is presently no legislation for private training.

The department is directly responsible for a number of training programs and services. In addition to programs like the ***Short Term Employment Program (STEP)***, ***Vocational Rehabilitation for Disabled Persons (VRDP)***, and the ***Northern Workers Training Fund***, the department has:

- ***The N.W.T. Apprenticeship Program*** which oversees 39 different trades and had 425 apprentices last year; and ***Training-on-the-Job*** which supported 160 students.
- ***The Public Service Career Training Program*** which supports about 70 full-time trainees and up to 60 part-time

trainees for GNWT officer and management positions each year.

- ***The GNWT Staff Development Program*** which supports about 15 GNWT employees on education leave each year and plans the annual calendar of courses for GNWT staff.

Through its annual construction program, the government provides construction worker training and is embarking on a ***Building and Learning Strategy.*** The strategy, sponsored co-operatively by the Department of Public Works, the N.W.T. Housing Corporation and our own department, will see local people participate in construction projects. They will learn entry level skills and progress through trades and construction management opportunities.

In addition, the department provides a number of student support and work-related services:

- ***career centres*** in six communities (including employment equity support),
- ***student financial assistance***,
- ***day care subsidies*** to individuals,
- ***youth business works***,
- ***literacy*** grants and contributions, and
- ***labour market planning***.

Strengthening Our Adult Education and Training Partnerships

Including individual students who have primary responsibility for their own education and training, the department has a range of partners. These include Arctic College, educational institutions, school boards, various federal departments and agencies, GNWT departments, aboriginal organizations, community organizations, business and industry.

The number of partners will increase in the future — especially among claimant groups and business and industry.

The new department has brought together a variety of partners and interest groups, all with their own client groups and an interest in education and training for adults. We must determine roles and responsibilities, including the department's own role, and build co-ordinated and co-operative working relationships with all of them.

Each community is responsible for developing a sustainable economy to support the health and well-being of the people who live there. Employment and economic development planning, at the local levels, to help people be productive are essential for a healthy community.

More and more communities are becoming active in this area. The regional level shares this same responsibility to plan for employment development in a sustainable economy with the renewable and non-renewable resource base.

The department is responsible for setting overall direction for education and training for adults, and for building a system that responds to community needs. It must also ensure that standards in the N.W.T. are comparable to those elsewhere in Canada, and that people can transfer their skills and knowledge to other places and develop career paths.

Improving Education and Training Programs and Services for Adults

Our young population and their education levels create a greater need for education and training for adults here than in other places in Canada.

Given the increasing demand for programs and services in all areas of education and training for adults, there is an urgent need to develop a comprehensive plan; that links all education and training programs for adults; that assesses the need for programs and services; and that co-ordinates their delivery.

Labour market planning involves making decisions based on priorities, equity of access and potential benefits to communities, as well as to participants.

Career counselling — Career centres are located in six communities and there are plans to provide outreach services to smaller communities. Career information and counselling needs to begin in elementary school. We need to improve access to career counselling services to encourage students to stay in school, to

return to school or take further training. Many young people may not be fully aware of their options, or of the education or skills they need to have choices for their future. They may be more likely to complete high school if they know what their programs are preparing them for.

Program priorities — More than 15,000 people in the N.W.T. have Grade 9 education or less. Adult basic education and literacy programs are often the first step back into education and training for people who have left school early.

Given the education levels of people in the N.W.T., we need to continue to provide literacy and upgrading or other basic skill job-entry programs. Yet funding for adult basic education has not increased in the last five years.

Students will upgrade job-related skills if they know there are jobs for them. We have to link education and training to job opportunities. But we have to decide how to respond to and balance the demands of training people for jobs that exist now, like teachers, nurses or plumbers; for jobs that might exist in the future, like those projected for the mining industry; and for management jobs that will occur through land claims and the division of the territories.

We need to work more closely with business and industry to identify future needs and with communities to support them in planning for training and development so their citizens can participate in the economy. This may mean providing training for

people to support themselves in small communities through cultural industries, such as broadcasting.

Access — Access to education and training is critical, requiring flexibility and increased availability of courses in smaller communities. Arctic College has made significant strides in this area over the last several years with part-time courses, through more community-based programs and the use of technology.

Technology will continue to have the largest single impact on the delivery of programs and services. It holds real potential for helping overcome problems of access to education and training. For example, it may be possible for students in the north to obtain degrees from southern colleges and universities through Arctic College. But we are only beginning to recognize and realize the potential of technology.

About 42 per cent of people in the N.W.T. are on social assistance at some point each year. For those with low incomes, there are numerous barriers to overcome to access education, training and employment.

We must continue to work to overcome these barriers and, through the training we provide, help communities to provide sustainable economies. Programs like the community-based *Investing in People* strategy will provide greater training opportunities and incentives, such as an improved day care user subsidy program, for people who receive social assistance.

IN THE SHORT TERM there are a number of things we could do to improve programs and services. We could:

- clarify roles, responsibilities and accountabilities in this area;
- provide greater links between career counselling services and schools;
- provide greater links between apprenticeship programs and schools;
- eliminate duplication of programs and services;
- cultivate partnerships with the private sector;
- revise the funding approach for day care subsidies to individuals;
- continue to make counselling related to student financial assistance more accessible to students;
- improve co-ordination with other departments, such as Economic Development and Tourism, and Renewable Resources, to explore training for the development of cultural industries;
- continue to work with other departments, such as Social Services and the federal government, to provide increased and co-ordinated opportunities for education and training;
- revise the focus of employment planning and development to support communities in providing people with opportunities to develop and participate in the economy.

IN THE LONGER TERM we could:

- develop a comprehensive plan for education and training for adults that reflect labour market information, community and individual needs and will serve as a framework for strategic plans of the two new colleges;
- eliminate the direct delivery of programs out of headquarters; increase support to regional offices so that they assume planning and delivery responsibilities for their regions;
- encourage enhanced research and development in science and technology in the N.W.T. by bringing together the Science Institute and the college;
- develop legislation for private training;
- develop options for degree granting institutions, such as a university college, in the N.W.T.;
- create new ways of linking training to job opportunities by designing and using community-based models for employment development;
- work with our partners to develop an accountability structure for education and training for adults.

Using Resources for Adult Education and Training More Effectively and Efficiently

The present budget for post-secondary and adult education and training is $53 million. In addition, the federal government cost-shares $1.5 million a year in training programs with the N.W.T. for people on social assistance.

Arctic College has a base budget of $28 million. The department and the college are in the process of developing a funding formula to ensure equity when the two colleges are created.

From its budget the department provides $406,000 in grants and contributions for community-based literacy projects. Approximately 3.5 per cent of the total education and training budget goes to adult basic education.

The demand for services outstrips available resources. In three years, Arctic College enrolment increased by 63 per cent full-time and 28 per cent part-time.

This growth puts great pressure on all our resources, including support services and facilities. And we expect it to continue for many years to come.

In the last four years, the number of students receiving student financial assistance has increased significantly. From 1986-87 the number of non-aboriginal people who received assistance remained stable; the number of Dene students increased from 64 to 94;

Metis from 98 to 131; and Inuit from 88 to 293. Continued growth will mean we may have to examine the financial support we provide to students and how we provide it.

In the area of resources, there are some things we could do. We could:

- determine our priorities in this area and target our resources to our priorities, in partnership with communities and industries;
- find ways to deliver programs more efficiently, particularly by reducing administrative costs;
- continue to develop new and more appropriate performance indicators to help measure results;
- invest in multi-use facilities, like community learning centres and schools;
- provide block funding for all department capital projects;
- review our approach to Student Financial Assistance to consider options such as priority occupations and incentives or eligible institutions, for example;
- cultivate and develop new partnerships and funding sources, like joint ventures with business and industry and claimant groups, by providing incentives for investing in training;
- target training funds to specific sectors of the economy through the use of increased wage subsidies, co-operative education, and other incentives;
- integrate programs and functions, such as literacy and information systems that are similar across the department;
- use agreements between the territorial and the federal

governments to develop joint delivery sites and complementary services and programs.

Questions to Guide Our Strategy

We believe we know most of the major issues related to education and training for adults. We want to explore them as we move ahead.

Partnerships

- How can we support communities to assume more responsibility for employment development?
- How should we provide for new partnerships with employers and aboriginal organizations?

Improving Programs and Services

- How could we improve co-ordination between departments and governments in the planning and delivery of training programs?
- What kinds of programs should we be offering now and in the future?
- What kinds of support services do students need, and how can we provide these services better?

Use of Resources

- What are the priorities in both the short and longer term?
- How can we make programs more efficient, effective and economic at the department, regional and community level?

Information Networks

Profile

Today, thanks to rapid development of modern information technology, we are on the threshold of a new era. We are bringing existing systems together with new technologies to create information networks which will let people work together, talk to each other, access information and use many tools.

We want to create a series of information networks that will ***integrate*** or tie together the whole range of technological tools — television, radio, telephone, videos, computers, electronic mail and fax machines.

The networks will be ***interactive***: they will allow people to share knowledge and skills across great distances. Learners can work with, or consult, other learners or experts elsewhere in the world.

These systems will ***use the complete range of available media***: films, videos, books and other print material, audio cassettes, electronic bulletin boards, computer software programs, and so on.

Finally, these systems will become ***networks***: communication links across the Canadian circumpolar north, and the outside world.

Potential Benefits. Recent developments in satellite technology and high speed transmission lines are making these networks a reality. As this happens, the improved ability to share information will influence all aspects of life in the north.

In the near future, libraries could serve as information resource centres, where users can sit at computers and get information from around the world. We will see *libraries without walls*, where people at home can use library materials through home computers and modems.

N.W.T. schools are already linked by an *electronic bulletin board.* We've created the system and now are tailoring it to our needs. Through the bulletin board, students can learn and communicate with teachers, professors and each other in distant communities. In the near future, we could see *schools and colleges without walls* and link the classroom with the workplace to make training for adults more relevant.

New information networks will have a direct impact on business development, the world of arts and culture, as well as services, such as education, health and social services. They will help reduce travel costs and span the distance between communities, and between service providers and clients. Already, satellite technology lets medical specialists in larger hospitals *see* their patients in remote nursing stations.

Strengthening Information Networks Partnerships

Our current partners include: community library committees, community governments, radio societies, aboriginal broadcasters and Television Northern Canada (TVNC). They also include other GNWT departments and agencies, the federal government and the private sector.

Rapidly developing communications technology will re-define these existing relationships and lead to the development of new partnerships.

Partnerships similar to TVNC are what we want to create in the future for information networks. In this partnership arrangement, we are one of many partners, along with other organizations such as northern broadcasters and educational institutions. TVNC provides broadcast material for the entire population of the north.

Early in 1994, a meeting is planned to bring together potential partners from the Yukon, Northern Quebec and Labrador. This will be the initial step in creating partnerships for information networks across circumpolar Canada.

Up until recently, our traditional role has been to provide funding, capital infrastructure, and support — especially in the areas of technical and developmental expertise. This role is expanding and will continue to expand.

One of our new roles will be to help people overcome their fear of technology, so they can take full advantage of it, as children and young people already do.

Re-defining relationships and creating new partnerships during rapid technological, political and constitutional development needs to be well-planned. It also requires legislation or policy to define roles and responsibilities as the networks develop and the nature of information changes.

Improving Information Networks Programs and Services

In the past, we have provided information through various sources and developed a base for future information networks. We have:

- provided and maintained satellite receiving/ re-broadcasting dishes in communities not served by CBC;
- provided funding for community radio programming and aboriginal broadcasters;
- conducted educational programs in schools, aimed at showing youth the importance of and uses for the electronic media;
- provided nine hours of television programming a week through our partnership with TVNC;
- developed working relationships with other educational broadcasters;
- created a network of local library facilities in 19 communities and developed a significant collection of books and print materials;

- acquired a computerized library catalogue which gives people much broader access to information and provided computer work stations for every library;
- introduced computer technology into all northern schools.

The challenge in improving programs and services is to strengthen what we have developed and build the various components into practical, integrated, interactive, multi-media networks.

IN THE SHORT TERM we could:

- continue to clarify and re-affirm our roles and responsibilities with our current partners in light of changing technological and financial realities;
- continue to provide high-quality broadcast material aimed at the needs of people of the N.W.T., especially youth, through TVNC;
- use new technology to continue to expand the use of traditional information networks such as libraries, and television and radio;
- develop staff skills to keep up with changing technology and roles;
- provide improved technical assistance and training to our partners;
- continue to use standardized software and introduce *Lego* software, where software components are standardized and can be used in different programs;
- co-ordinate current information networks and services, such as school and public libraries;

- continue to support and strengthen two-way communication in communities through information networks;
- continue to support the northern production and broadcast industry as technology develops.

IN THE LONGER TERM we could:

- act as a catalyst in the development of integrated, interactive, multi-media information networks for northern Canada;
- create a framework for the development of information networks that will help us anticipate, and adapt to, technological changes;
- make sure the required legislation and/or policies are in place to deal with changing roles and technology;
- promote information networks and its benefits within the government, the education system and with the people of the N.W.T.;
- work with our partners to develop an accountability system for information networks that reflects the various roles and responsibilities.

Using Resources for Information Networks More Effectively and Efficiently

We are developing information networks in a period of fiscal restraint. Our challenge is to set priorities and allocate resources to get the maximum benefit possible.

The long-term benefits of information networks outstrip initial investment, because they make delivery of our own programs and services more cost-effective and promote the general well-being of communities.

The key is to use resources efficiently over the longer term and to build on the programs and services we have already developed. At the same time as we promote and strengthen what we have, we must prepare for the future.

In the area of resources, we could:

- seek cost savings through integrating existing information networks such as school and public libraries;
- strengthen existing networks by reviewing the current funding formula for community libraries;
- cultivate and develop partners willing to invest in the networks;
- develop new and more appropriate performance indicators to help measure results;
- study the cost benefits of the creation of information networks, including the costs benefits of using technology in learning;
- reduce administrative costs through simplifying funding mechanisms.

Questions to Guide Our Strategy

We believe we know what the major issues are in information networks. We want to explore these as we move ahead.

Partnerships

- In redefining our relationships with our current partners, what should our respective roles be?

Improve Programs and Services

- How can we integrate existing networks effectively?
- What kinds of training are required — for our own staff and for our various partners, broadcasters, library staff and boards — and what is the most effective way to provide it on an on-going basis?

Use of Resources

- What should our priorities be over both the short term and the longer term?
- How can we stretch existing resources through cost-sharing arrangements?

The Next Steps

Last spring, we began a consultation process. We asked the public and our staff how to go about improving programs and services, at a time of increasing demands and limited resources. People gave us many suggestions which we hope we have captured here.

If we want to strengthen our partnerships as we make changes, we must do it together. Exploring some of the questions we have raised will help us complete our strategy and let us look at cost implications, timelines and so on.

From now until February 1994, department program areas will be meeting with their various stakeholders. They will ask them to reflect on the directions we are proposing. And together they will try to resolve outstanding issues or make plans to address them. We will also be looking for advice on priorities within the department.

The process has already started with the day care symposium in September.

By the time this phase of the exercise is over, we will have held roundtable discussions with all our partners. Out of the roundtable discussions should come a better idea of what we should do to improve our programs and services.

The input we receive will guide me, as Minister, and the members of the Legislative Assembly as we set directions for the future.

The final step in the process will be to make the changes. This involves deciding:

- what changes to make
- who should make them
- how to make them
- and when to make them

We have to make the changes in co-operation with our various partners. We must look at the programs and services and determine the most effective and efficient way to deliver them. We must also consider how to pay for them to make sure the changes are affordable. We must think about the systems, processes and training to support them.

This will not happen overnight. It will take us several months to make the initial changes and another year or two to reshape programs and services.

Here at a glance are the planned next steps:

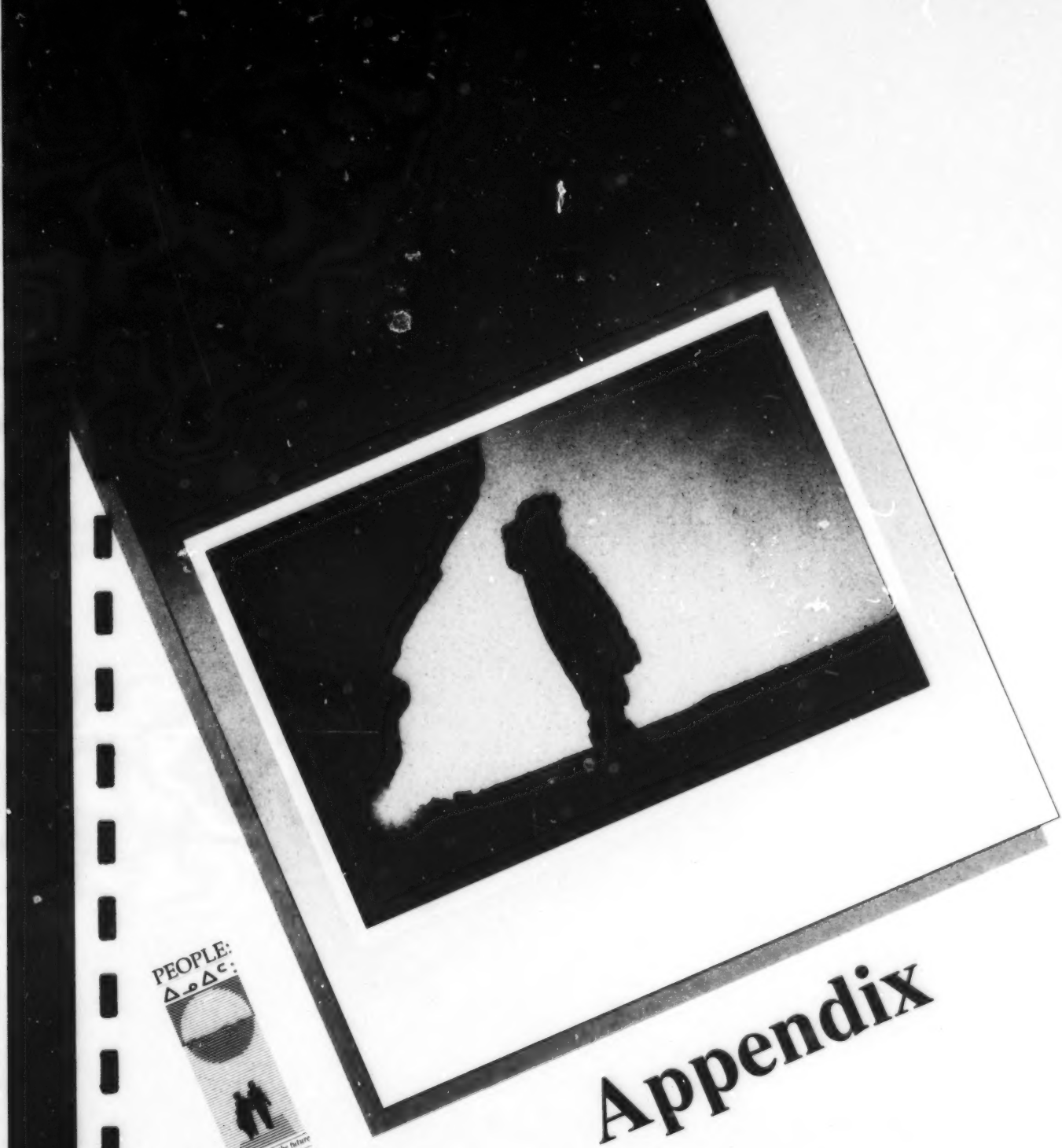
November to February, 1994:	Roundtable discussions
February to May, 1994:	Finalizing the strategy

After that, we will be making the changes.

There will be a number of opportunities for you to tell us what you think. You may be involved in a roundtable discussion or you may send or call with any comments you have to:

Co-ordinator, Strategic Planning
Department of Education, Culture and Employment
Box 1320,
Yellowknife, NT X1A 2L9
Phone: (403) 920-8762
Fax: (403) 873-0155

We look forward to hearing from you.



Appendix

Submissions Received
Summer 1993

Apprenticeship and Trade Certification Board
Barbara Bilodeau, Yellowknife
Dene Cultural Institute
Employment and Immigration Canada
Fédération Franco-TéNOise
Hay River Ministerial Association
Lesley Knight, Yellowknife
Melaw Community Childcare Centre, Fort Simpson
Metis Nation
Municipality of Rankin Inlet, Mayor Paul Kaludjak
Northern Students' Association, Edmonton
N.W.T. Association of Municipalities
N.W.T. Tourism Training Group (on behalf of the Tourism Association of the N.W.T.)
Barbara J.L. Oram, Yellowknife
Jack Orchard, Fort Smith
Karen Stauffer, Fort Simpson
Status of Women Council of the N.W.T.
Tuktoyaktuk Community Education Council
Yellowknife Education District No. 1
Yellowknife Public Library Advisory Board
Department of Economic Development and Tourism
Department of Justice
Department of Municipal and Community Affairs
Department of Personnel
Office of the Government Leader, Special Advisor to the Minister Responsible for the Status of Women

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